

# **REHABILITATE THE HISTORIC STRUCTURE AT MONROE STATION**

**BIG CYPRESS NATIONAL PRESERVE  
EAST OCHOPEE, FLORIDA**

## **PHASE I – FINAL REPORT** With **SUPPORTING DOCUMENTATION**



**AUGUST 2007**  
**FY07**

**US DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE  
HISTORIC PRESERVATION TRAINING CENTER (HPTC)  
FREDERICK, MARYLAND**

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## **PHASE I – FINAL REPORT**

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# REHABILITATE THE HISTORIC STRUCTURE AT MONROE STATION

## PHASE I – FINAL REPORT

### INTRODUCTION

In January 2007, the National Park Service, Historic Preservation Training Center (HPTC), entered into a Project Agreement with Big Cypress National Preserve (BICY) to *Rehabilitate the Historic Structure at Monroe Station*. “The goal of this project is to rehabilitate the historic Monroe Station structure and surrounding landscape, returning it to a good, safe and useable condition.” To achieve this project goal, the work executed under the Project Agreement was divided into two phases: **Phase I) Research and Condition Assessment**, and **Phase II) Design Build**. HPTC’s primary objective in Phase I was to study existing documents, conduct new field research, and generate new documents and measured drawings from which a set of design alternatives would be developed and presented to BICY for their use to identify a **Preferred Design Solution** for the rehabilitation process that is to occur in Phase II. This “Final Report” identifies the **Design Alternative** recommended by HPTC, the **Justification** used to formulate that recommendation and the **Preferred Design Alternative** selected and formally approved by BICY as the **Preferred Design Solution**. Upon completion of Phase I, Phase II will be scheduled based on the issuance of funding from the State of Florida to BICY.

During Phase I, a series of meetings were held between BICY and HPTC in an effort to consider and discuss various alternatives for rehabilitating Monroe Station. A “Kick-Off” Design Meeting<sup>1</sup> was held on Tuesday, February 06, 2007, between representatives of BICY, HPTC, and The Historic American Building Survey (HABS) at BICY Headquarters, in Ochopee, Florida. This meeting was held to review the Project Agreement established between BICY and HPTC, clarify Phase I project goals and the nature of the Design Build approach, and give an opportunity to establish a dialog and answer questions in an efficient manor among the principle Phase I participants.

A Second Design Meeting<sup>2</sup> for Phase I was held between representatives of BICY and HPTC at BICY Headquarters on Tuesday, June 26, 2007. The primary purpose of that meeting was to allow representatives from HPTC to present BICY with a brief overview of the draft Phase I – Final Report containing HPTC’s recommended design alternatives and treatment recommendations for the rehabilitation of Monroe Station developed through the documentation

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<sup>1</sup> See **SUPPORTING DOCUMENTATION, SECTION 5, APPENDIX, Document #2** for a copy of the Minutes.

<sup>2</sup> See **SUPPORTING DOCUMENTATION, SECTION 5, APPENDIX, Document #3** for a copy of the Minutes.

of the existing structures and landscape using HABS drawings, historical research, and related condition assessments. Hard copies of each of the documents required as the Deliverables for Phase I of this project were presented to BICY in draft for further review. These included the following:

- Written Building Historical & Descriptive Data
- Measured Building Drawings
- Historic Structure Assessment Report
- Cultural Landscape Report<sup>3</sup>
- Final Report

The intended outcome of the June 26 meeting was for those in attendance to use the information presented in the draft reports to work through the decision process in order to identify to the greatest degree possible the design alternative preferred by BICY for the rehabilitation of the Monroe Station building and associated landscape that is to take place in Phase II of this project. As a result of the ensuing discussion, specific outcomes were given draft approval by BICY Superintendent, Karen Gustin and BICY Chief of Interpretation, Bob DeGross to be included in the development of Prioritized Recommendations for the rehabilitation process. As noted under Design Alternatives on the following page, HPTC presented only one viable **Design Alternative** which was accepted by a consensus of those in attendance at the June 26 meeting. After a period of review by the staff at BICY, additional comments were returned to HPTC which were subsequently added to the accepted alternative. The amended document was then resubmitted to BICY as the **Preferred Design Alternative**. Following further review, the chosen alternative was then formally accepted by BICY as the **Preferred Design Solution**.

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<sup>3</sup> Due to Phase I funding limitations, development of the Cultural Landscape Report was limited to drafting a “Statement of Work” for the completion of a full Cultural Landscape Report in Phase II of this project. See **SUPPORTING DOCUMENTATION, SECTION 4: CULTURAL LANDSCAPE ASSESSMENT REPORT** for additional details.

**DESIGN ALTERNATIVES**

Based on all available documentation surveyed to date, which includes those documents available prior to the implementation of Phase I and those documents and measured drawings created as a result of the research conducted as part of Phase I, it is the opinion of HPTC that there is only one viable Design Alternative:

Remove the existing two-story south side addition and remaining single-story east side shed addition and associated porches from the original 12' x 24' two-story Monroe Station building (hereafter referred to as the “original building”) and rehabilitate the original building and surrounding landscape to reflect the 1928-1934 Period of Significance as designated in Section 8 of the *National Register of Historic Places Registration Form*. The rear shed is to be retained “as is” for rehabilitation at a future date.

HPTC’s recommended Design Alternative is based on a review of those documents noted below under Justification, Sections A and B. Section A consists of documents produced prior to the implementation of Phase I such as the *National Register of Historic Places Registration Form* that specifically validates the historic significance of the original building, and various applications, proposals, and other miscellaneous documents that provide overwhelming support to the rehabilitation of the original building to the *National Register’s* 1928-1934 Period of Significance. None of these documents provide any context for rehabilitating the overall complex (original building with various additions) and do not support any other alternatives. Section B consists of those documents and measured drawings created as a result of the research conducted as part of Phase I. These documents give clear evidence of a separation in time between the original building and the related additions providing additional context for the original building’s relationship to the *National Register’s* 1928-1934 Period of Significance without the inclusion of the various additions.

Lacking any evidence of historic significance related to the overall complex, and given the clear evidence that the original building stood alone without the various additions during the 1928-1934 time period, it appears very straightforward that the removal of the two-story rear and remaining shed additions with rehabilitation of the original building and surrounding landscape to reflect the *National Register’s* 1928-1934 Period of Significance is appropriate as the only viable Design Alternative.

## JUSTIFICATION

The following information is a compilation of excerpts from and remarks about the various documents noted, and references for additional documents that give direct support to HPTC's recommended Design Alternative.

### A. DOCUMENTS PRODUCED PRIOR TO PHASE I

#### Grant and Local Area Program Documentation

##### **Application for Transportation Enhancement Projects**

- This project would help preserve a structure that is listed on the Historic Register.
- The newly rehabilitated, historically significant, building will incorporate interior museum/interpretive space that will be dedicated to the history of the Tamiami Trail, the Southwest Florida Mounted Police and the Service Stations along the trail. . . . The focus of interpretation will be the period of 1929 – 1934. . .

##### **Big Cypress Grant Proposal**

- Utilizing historic plans and photographs, the site will be rehabilitated to reflect the 1930s period in which it began operation. The NPS will remove additions to the building that were added in later years and return the structure to a historic appearance.
- The "Background" information contains 13 paragraphs of history related to the period leading up to the building's construction following through to 1934. The Background information contains only 3 sentences related to the post-1934 period.

##### **FDOT LAP Agreement (Dated 10/30/2006)**

- Complete a HSR related to the Monroe Station Facility located along US 41. The HSR will be used as a guideline for the planning, designing and engineering which will provide plans, guidelines and a cost estimate for the stabilization and restoration of the exterior and interior first floor of the building and for the second floor which will be constructed to accommodate administrative services.

##### **FDOT Notice to Proceed for Design Phase (Dated 11/1/2006)**

- Gives NPS the authorization to "proceed with the *design phase* on this project."

#### National Register and LCS Forms

##### **National Register of Historic Places Registration Form**

- *Architectural Classification* – "Late 19th and Early 20<sup>th</sup> Century American Movements"
- *Period of Significance* – "1928-1934"
- *Historic Context*: "*The Southwest Florida Mounted Police and the Tamiami Trail, 1928-1934*" – The supporting information contains 10 paragraphs of history related to the period leading up to the building's construction following through to 1934. The Historic Context information contains only 3 sentences related to the post-1934 period.
- *Significance* – "Monroe Station is locally significant under National Register Criterion A for its association with the early history of the Tamiami Trail. . . ."
- *Integrity* – "Several additions have been made to Monroe Station. . . . which has altered the mass and scale of the historic structure. NPS architects have examined the building, and believe additional research will endorse the removal of the two-story addition at the rear and the three shed additions on the east and west sides of the

structure.” [Two of which have been subsequently removed since the form was submitted] “Although the integrity of design has been significantly altered by the numerous additions, it can largely be recaptured by sensitive restoration following the Secretary of Interior’s Standards for Rehabilitation.” “Restoration of the structure to its historic appearance will enable Big Cypress National Preserve to interpret the history of the Southwest Mounted Police and the Tamiami Trail and will further enhance the integrity of the structure.”

- The nomination was certified by the Florida State Historic Preservation Officer on 04/26/99.
- The nomination was certified by the National Park Service on 05/23/00.

#### **List of Classified Structures**

- *Proposed Ultimate Treatment* – “Restoration”
- *Management Text* – Park needs HSR for building. . . . [Completed as part of Phase I]

#### NPS and other Agency Documents

##### **BICY General Management Plan**

##### **BICY Long-Range Interpretive Plan**

##### **Proposed Tamiami Tail Scenic Highway Corridor Management Plan**

##### **Draft Tamiami Trail Scenic Highway Interpretive Plan**

##### **BICY PMIS Statement 109180 related to landscaping portion of project**

- A review of each of the documents noted above indicates that HPTC’s recommended Design Alternative fits within the parameters, and gives support to the goals, of each of the stated plans.

## **B. DOCUMENTS CREATED AS PART OF PHASE I**

### **Written Building Historical & Descriptive Data**

- A review of the Physical History (Section A) and Historical Context (Section B) under Part I – Historical Information gives overwhelming support to the 1928-1934 Period of Significance designated in Section 8 of the *National Register of Historic Places Registration Form*.
- The HABS research confirms the lack of significant evidence available for establishing the use and evolution of the overall structure from 1934 to 1957.

### **Measured Building Drawings**

Although the HABS Measured Drawings are a representation of what existed as of the HABS field investigation in early February 2007, the HABS Structural Drawings reflect the more in-depth investigation of the original structure conducted by HPTC later that month. The HPTC investigation uncovered physical evidence of various building features that align with historic photographs taken prior to 1934, and other features for which there are no known photographs. These features include, but are not limited to, the original door and window openings on the north elevation of the first floor exterior wall (as seen in various historic photographs), and the original window and door openings on the south elevation of the second floor (unable to be substantiated by any known photographs).



### Historic Structure Assessment Report

- Building Features
  - Foundation

*Original Structure & Additions* – Concrete piers homogeneous throughout structure -installed after building relocated.
  - Floor Structure

*Original Structure* – First floor structure comprised of rough sawn sills and joist of varying dimensions.  
*Additions* – Uniform milled lumber – no unique detail or craftsmanship.
  - Wall Structure

*Original Structure* – Constructed of balloon framing; original studs and bracing extant on first and second floors of original block.  
*Additions* – More modern framing utilized in first floor additions.
  - Roof Structure

*Original Structure* – Hip roof structure in good condition [extant] under [south] gable roof addition.  
*Additions* – No significant architectural details or craftsmanship
  - Exterior Walls

*Original Structure* – South and east walls of original building removed but original sill plates still insitu.
  - Windows and Doors

*Original Structure* – Original windows still extant in second floor.  
*Additions* – Many of the windows and doors [are] modern replacements.
  - Outbuildings – Based on construction technologies in the [rear-south side] shed, it is likely older than the original Monroe Station and should be preserved.
- Character Defining Features
  - In reviewing both the original structure and the subsequent addition, the features that would be considered character defining features, i.e. hip roof, original mass and shape, bracketed cornice, are all associated with the original structure.
- Economic Factors
  - The termite infestation is significant throughout the structure. The additional costs to eradicate the infestation and then restore the additions will be significant. The condition and historic value of the additions makes that expenditure questionable.

**PREFERRED DESIGN ALTERNATIVE**

Following the Second Design Meeting for Phase I held on June 26<sup>th</sup> and an opportunity for further review and comment, the week of July 23<sup>rd</sup> HPTC presented BICY with a draft document summarizing the Design Alternative and Prioritized Recommendations established at the June 26<sup>th</sup> meeting and further refined through the comment period as the **Preferred Design Alternative** with **Prioritized Recommendations**<sup>4</sup>.

Upon conclusion of a final brief review and comment period, a “Final” Design Review Meeting was held via conference call between BICY and HPTC on July 27<sup>th</sup>. During that meeting, final modifications were completed and BICY formalized its approval to incorporate the **Preferred Design Alternative** with **Prioritized Recommendations** as the **Preferred Design Solution** with **Design Guidelines**.

From this point forward, the **Preferred Design Solution** with **Design Guidelines**<sup>5</sup> shown on the following four pages shall stand as the official guiding document for all work performed in Phase II unless formally amended and officially approved by Big Cypress National Preserve at a future date. Due to the brief concise nature of the “Final” design Review Meeting, this document also stands as the official minutes for that meeting.

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<sup>4</sup> See **SUPPORTING DOCUMENTATION, SECTION 5, APPENDIX, Document #4** for a copy of the **Preferred Design Alternative** with **Prioritized Recommendations**.

<sup>5</sup> See **SUPPORTING DOCUMENTATION, SECTION 5, APPENDIX, Document #5** for a copy of the **Preferred Design Solution** with **Design Guidelines** without the upper header information.

# **REHABILITATE THE HISTORIC STRUCTURE AT MONROE STATION**

## **PREFERRED DESIGN SOLUTION**

Remove the existing two-story south side addition and remaining single-story east side shed addition and associated porches from the original 12' x 24' two-story Monroe Station building and rehabilitate the original building and surrounding landscape to reflect the 1928-1934 Period of Significance as designated in Section 8 of the *National Register of Historic Places Registration Form*. The rear shed is to be retained “as is” for rehabilitation at a future date.

### **Design Guidelines**

In order to accomplish the rehabilitation of the original 12' x 24' two-story Monroe Station Building (hereafter referred to as the “original building”) and surrounding landscape, the following Design Guidelines shall be followed unless amended and officially approved by Big Cypress National Preserve.

1. Structural Framework
  - A. Dismantle and reconstruct the original building’s structural framework.
    - i. Method of frame reconstruction – historic Balloon Framing vs modern Platform Framing – will be determined in Phase II.
  - B. Reconstruct a single story shed addition on the south elevation scaled to reflect the pre-1934 photographic evidence.
    - i. The shed addition shall extend the full width of the original building, extending past the west end as necessary to envelope a reconstructed staircase.
  - C. The original building with shed addition will be reconstructed on a temporary foundation.
    - i. Eventual relocation and placement onto a permanent foundation is dependent on Cultural Landscape Plan findings.
  - D. Original Cypress foundation members will be reused if possible.
  - E. The existing roof structure will be removed and reinstalled on the reconstructed building.
  - F. The reconstructed building will be mothballed for a period of 5 to 10 years awaiting landscape planning and construction work.

## 2. Exterior Elevation Interpretation

### A. North Elevation

- i. Reconstruct the exterior envelope to reflect the pre-1934 photographic evidence.
- ii. Reconstruct the primary entrance door/window\* units on the first floor based on conjecture to compliment the photographic evidence and the dimensions of the historic framing with extant openings.
- iii. Rehabilitate the historic second floor windows\*.
- iv. Complete design work for the driveway roof and associated columns to reflect the pre-1934 photographic evidence.
  - a. Roof and columns will not be reconstructed as part of this project.

### B. East Elevation

- i. Reconstruct the exterior envelope following the architectural style of the north and west elevations.
- ii. Windows\* shall be placed in locations where there is substantial historic architectural evidence to justify that placement. [It is anticipated that there will be no window on the first floor with a single window centered on the second floor]

### C. South Elevation

- i. Original Building – 2<sup>nd</sup> Floor
  - a. Reconstruct the exterior envelope in a manner that is clearly identifiable as new construction.
  - b. Modern windows\* and doors shall be placed in locations where there is substantial historic architectural evidence to justify that placement.
  - c. Reconstruct a 2nd floor rear access porch scaled to reflect the pre-1934 photographic evidence. The porch is to extend east over the shed addition's roof only as far as necessary to access the entrance door.
- ii. Original Building – 1<sup>st</sup> Floor
  - a. This wall will separate the primary building from the shed addition, which by default eliminates its exterior elevation (see #3.C.ii below).
- iii. Shed Addition – 1<sup>st</sup> Floor
  - a. Reconstruct the exterior envelope in a manner that is clearly identifiable as new construction.
  - b. Modern windows\* and doors shall be placed to facilitate the interior's modern use.

### D. West Elevation

- i. Reconstruct the exterior envelope to reflect the pre-1934 photographic evidence.
  - a. Reconstruct the integrated staircase identified in the photograph (scaled from same).
- ii. Reconstruct the window\* units on the first floor based on conjecture to compliment the photographic evidence.
- iii. Rehabilitate the historic second floor window\*.

*[\*Note: Impact resistant glass shall be used in all windows to eliminate the need for hurricane shutters.]*

3. Interior Use Requirements
  - A. All interior spaces shall be finished for adaptive re-use with no attempt made to recreate a historic setting.
  - B. Restrooms will be located in a separate building.
  - C. Room Divisions
    - i. Original Building – 2<sup>nd</sup> Floor
      - a. The second floor shall remain open as a single room for park offices.
    - ii. Original Building – 1<sup>st</sup> Floor
      - a. The first floor shall remain open as a single room for interpretation and retail sales.
      - b. A continuous interior wall shall separate the primary building from the shed addition – modern doors shall be placed to facilitate the adaptive reuse.
    - iii. Shed Addition – 1<sup>st</sup> Floor
      - a. The division of the shed addition is to be determined at a future date. [It is anticipated that this space shall be used by the park and not be opened to the public]
4. Interior Building Interpretation
  - A. Walls and ceilings shall be finished with modern materials to facilitate the adaptive reuse.
  - B. The extant historic T&G flooring shall be rehabilitated and reused wherever possible on the 1<sup>st</sup> and 2<sup>nd</sup> floors of the original building.
  - C. A detailed evaluation of the extant T&G flooring located in the position of the future Shed Addition will be conducted during the deconstruction process to determine if there is sufficient evidence to warrant rehabilitation or a lack of evidence to warrant replacement with modern flooring.
  - D. The windows and exterior doors shall be rehabilitated or reconstructed as referenced in #2 above. [This shall include jambs and stops but shall not include related sills and wall moldings]
  - E. Window, door, and baseboard moldings shall be modern to facilitate the adaptive reuse.
5. The following building systems will be incorporated into the rehabilitated structure.
  - A. New water and sewer access for a sink and drain shall be provided in the shed addition.
    - i. Interior supply and sanitary lines will be installed and stubbed out on the building's exterior.
    - ii. Restrooms will not be installed in this building.
  - B. Minimum electrical service of 150 amps with associated electrical outlets and lighting.
    - i. Temporary underground electrical service with connections will be provided.
    - ii. The electrical panel will be located in the shed addition.
  - C. Heating and cooling system requiring minimal ductwork. [Exterior components shall be located and screened on the south elevation]
  - D. Fire suppression sprinkler system.
  - E. Fire and security alarm systems.
  - F. Appropriate phone and computer wiring and outlets.
  - G. Lightning arrest system.

## 6. Landscape Use Requirements

### A. Facilities

- i. Rehabilitated Historic Monroe Station Structure.
- ii. Separate complimentary building constructed to house Restrooms and a Florida State Fish & Wildlife Check Station.
  - a. Spatially separated and screened from the historic Monroe Station structure.
- iii. A new “mound” septic system.

### B. Parking

- i. An appropriate number of general visitor (minimum 5) and employee (minimum 4) parking spaces specific to the historic Monroe Station structure.
- ii. Handicapped parking spaces as required by ADA guidelines.
- iii. Parking space for 20 to 30 large vehicles w/trailers (boat & off-road vehicles) spatially separated from the historic Monroe Station structure.
- iv. Mobile Home/Camper pads (4) w/utility hook-ups for on-site volunteer use. The pads shall be spatially separated and screened from the historic Monroe Station structure.
- v. Low level lighting (low height and light intensity) designed primarily for walkway lighting from parking area to the building.
  - a. Consider solar power.
  - b. Be sensitive to the Indian village located across the highway.
  - c. Motion security lighting around the structure/site.

### C. Underground Utility Considerations

- i. Location for new mound septic system.
- ii. Electrical & phone line access to the historic Monroe Station structure and other on-site facilities.
- iii. Water & Sewer access to historic Monroe Station structure and other on-site facilities.

### D. Signage

- i. Location for future primary NPS Site Identification sign.
- ii. Location for the possible reuse of an historic sign original to the Monroe Station.

### E. Other

- i. BICY shall relocate the gravel pile off site.

**CONCLUSION**

The submittal of this **Phase I – Final Report** completes HPTC's obligation under the associated Project Agreement. Scheduling for Phase II will be based on the issuance of funding from the State of Florida to BICY and the issuance of a Notice to Proceed from BICY to HPTC. After the Notice to Proceed is received, HPTC will develop the Preferred Design Solution into a working rehabilitation treatment plan utilizing the Design Guidelines and other documents developed in Phase I. Necessary construction documents and construction cost estimates will be created, the phasing of construction work will be considered if necessary, an agreed upon construction Scope of Work will be accomplished, as-built documentation will be compiled, and a Final Project Completion Report will be provided. As noted in the Phase I Project Agreement, the full development of a landscape plan, and the subsequent implementation of landscape work is dependent on fund availability after all building related rehabilitation costs have been identified. The first priority related to a landscape plan will be to implement the execution of a Cultural Landscape Report as noted in Footnote #1 on page 5.